



# Evaluation of the Transitional Jobs Demonstration Project

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Angela Davis and Timothy Rupinski, Ph.D.<sup>1</sup>

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## **ABSTRACT**

The Department of Children and Families (DCF) evaluated Wisconsin's Transitional Jobs Demonstration Project (TJDP) from October 2010 through March 2012. A majority of the TJ workers obtained unsubsidized employment after completing the subsidized phase of the program. On average, both earnings and child support also increased in the short run. However, due to the absence of a control group, we are unable to conclude whether these positive outcomes are directly related to the Transitional Jobs program.

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## Executive Summary

The Transitional Jobs Demonstration Project (TJDP) was a subsidized training and employment program designed to improve the employability of individuals with significant barriers to employment. Often referred to as “hard-to-employ” these individuals may have a weak work record, low educational level, minimal job skills, a history with the criminal justice system, significant mental and physical disabilities, and other personal and environmental hindrances to seeking, obtaining, and maintaining employment. The Department of Children and Families (DCF) administered the TJDP between September 2010 and June 2013. Mandated in the Wisconsin Biennial Budget Act of 2009-2011, Wisconsin Act 28, the \$28 million project was supported through the Temporary Assistance for Needy Families (TANF) Emergency Funds (EF) available through the American Recovery and Reinvestment Act (ARRA) of 2009, as well as other TANF funding.

The Department of Children and Families (DCF) administered the TJDP in 38 counties through partnerships with 17 contracting agencies located in Milwaukee County (MIL) and the Balance of State (BOS). These contracting agencies included Wisconsin Works (W-2) Agencies, Community Action Programs (CAPs), Workforce Investment Boards (WIBs), and other private community-based agencies. The contracting agencies were responsible for developing partnerships with businesses and organizations to host the transitional job positions. DCF encouraged contractors to work with businesses or host sites that (with the additional support of subsidized labor) could successfully maintain an expansion of their workforce after the end of the subsidized period. Over 800 businesses and organizations participated as host sites. These host sites included for-profit, non-profit, and governmental firms. A total of 4,072 workers participated in the program from September 2010 through June 2013. The evaluation focused on a subgroup of 2,052 workers who completed the program by March 2012 and for whom a complete data set existed.

The TJDP evaluation used a pre-post treatment design. A pre-post design examines a single group of individuals (TJ workers) who participate in a program (TJDP) at a point in time. It allows program evaluators to make inferences about the effect of the TJDP but does not allow for determining if the differences are caused by the program. The outcomes presented here are a first step in determining if, with whom, and how the TJDP met the program goals.

This evaluation shows that a majority of workers in the TJDP program obtained unsubsidized employment both initially and during a two-quarter follow-up period. The longer a worker stayed in the program the more likely he/she obtained unsubsidized employment. Compared to two quarters before entering the TJDP, average earnings of TJDP workers increased in the two quarters after leaving the TJDP. A TJ worker who had a recent employment history (i.e. earned wages) two quarters prior to entering the TJDP was more likely to get an unsubsidized job and subsequently slightly higher wages than a worker with no recent employment history prior to entering the TJDP. While the amount of the court order for child support remained constant, workers who

participated in the TJDP more than doubled the amount of child support they were paying prior to entering the program. Felons and non-felons had different outcomes when participating in the TJDP. Felons were less likely to obtain unsubsidized employment than non-felons; however, if they did obtain unsubsidized employment, their earnings and child support payments increased similarly to non-felons.

This evaluation provides some evidence that TJDP workers experienced short-term positive outcomes in terms of increases in unsubsidized employment rates, quarterly wages, and child support payments. However, the outcomes described here cannot necessarily be attributed to the TJDP implementation. They are descriptive rather than causal due to the limitations of the evaluation design and available data. More rigorous evaluations that include experimental or quasi-experimental designs can build on this preliminary examination of the TJDP and illuminate the impact of TJ programs in Wisconsin.

# Table of Contents

Executive Summary .....	i
Table of Contents .....	iii
List of Tables .....	v
List of Figures.....	v
List of Appendix Tables.....	v
Introduction.....	1
TJDP Implementation .....	2
Host Sites .....	2
Transitional Workers .....	5
Program Components .....	5
1. Orientation Phase.....	5
2. Subsidized Phase. ....	5
3. Unsubsidized Phase.....	5
Program Administration.....	5
TJDP Evaluation Methods.....	6
Data Sources.....	6
1. Administrative Records. ....	6
2. Unemployment Insurance (UI). ....	6
3. Child Support.....	6
4. Contractor Surveys.....	6
Evaluation Sample .....	7
TJ Worker Characteristics.....	7
Comparison of Milwaukee County and the Balance of State.....	7
Subsidized Employers.....	7

Evaluation Outcomes .....	9
Goal 1a: TJ Workers Will Obtain Unsubsidized Employment Initially After Participation in the TJDP. ....	9
Relationship between Subsidized and Initial Unsubsidized Employer Type .....	9
Relationship between Initial Unsubsidized Employer Type and Unsubsidized Hourly Wages. ....	10
Goal 1b: TJ Workers Will Obtain Unsubsidized Employment During the Two-Quarter Follow-Up Period.....	10
Contract Agency. ....	11
Summary of Goal 1: Obtain Unsubsidized Employment. ....	12
Goal 2: TJ Workers Will Increase Their Earnings During the Two-Quarter Follow-Up Period. ....	12
Summary of Goal 2: Increase Earnings.....	13
Goal 3. TJ Workers Will Increase Their Child Support Payments During the Six-Month Follow-Up Period.....	13
Summary of Goal 3: Increase Child Support.....	14
Felon Status and Outcomes.....	14
Employment. ....	14
Earnings. ....	14
Child Support. ....	15
Summary of Felon Status and Outcomes. ....	15
Discussion .....	16
Limitations and Cautions .....	16
References .....	18
Appendix: Descriptive Statistics by TJDP Contract Agency .....	20
Milwaukee County Contract Agencies .....	21
Balance of State Contract Agencies.....	21
Characteristics of Workers .....	21
Employment Characteristics.....	21
Program Characteristics .....	22

Training Services.....	22
Support and Referral Services .....	22
Follow-up Services.....	22
Outcomes by Contract Agency .....	23

### List of Tables

Table 1. Contractor Name, Agency Type and Geographic Region. ....	3
Table 2: TJ Worker Demographic Variables by Geographic Region .....	8
Table 3: Subsidized Employment Characteristics.....	8
Table 4: Initial Unsubsidized Employment Outcome by Subsidized Employer Type .....	9
Table 5: Relationship between Subsidized and Initial Unsubsidized Employer Type .....	10
Table 6: Demographic Characteristics by Unsubsidized Employment Outcome in Follow-up Period.....	11
Table 7: Subsidized Employment Characteristics by Unsubsidized Employment Outcome in Follow-up Period...	12
Table 8: Earning Status Before and After TJDP.....	13
Table 9: Average UI Wages Before and After TJDP .....	13
Table 10: Average Child Support Payments Before and After TJDP.....	14
Table 11: Unsubsidized Employment Rates by Felon Status.....	14
Table 12: Average UI Earnings Before and After TJDP by Felon Status.....	15
Table 13: Child Support Payments by Felon Status.....	15

### List of Figures

Figure 1. TJDP Contractor Service Areas .....	4
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### List of Appendix Tables

Table A1: TJ Worker Characteristics by Milwaukee County Contractors.....	24
Table A2: TJ Worker Characteristics by Balance of State Contractors .....	25

Table A3: Subsidized and Unsubsidized Employment Characteristics by Milwaukee Contractors.....	26
Table A4: Subsidized and Unsubsidized Employment Characteristics by Balance of State Contractors .....	27
Table A5: TJDP Program Characteristics by Milwaukee County Contractors.....	28
Table A6: TJDP Program Characteristics by Balance of State Contractors.....	29
Table A7: Training Services Offered by Milwaukee County Contractors .....	30
Table A8: Training Services Offered by Balance of State Contractors.....	31
Table A9: Support Services and Referral Services Offered by Milwaukee County Contractors.....	32
Table A10: Support Services and Referral Services Offered by Balance of State Contractors.....	33
Table A11: Follow-up Services Offered to TJ Workers by Milwaukee County Contractors .....	34
Table A12: Follow-up Services Offered to TJ Workers by Balance of State Contractors .....	35
Table A13: TJDP Outcome Summary by Milwaukee County Contractors .....	36
Table A14: TJDP Outcome Summary by Balance of State Contractors .....	37

# Evaluation of the Transitional Jobs Demonstration Project

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## Introduction

To address the rising unemployment that accompanied the economic recession that began in 2008, the Wisconsin State legislature approved funding for the expansion of subsidized employment programs in the state. The Transitional Jobs Demonstration Project (TJDP) was a subsidized training and employment program designed to improve the employability of individuals with significant barriers to employment. Often referred to as “hard-to-employ,” these individuals may have a weak work record, low educational level, minimal job skills, a history with the criminal justice system, significant mental and physical disabilities, and other personal and environmental hindrances to seeking, obtaining, and maintaining employment.<sup>2</sup> The Department of Children and Families (DCF) administered the TJDP between September 2010 and June 2013. Mandated in the Wisconsin Biennial Budget Act of 2009-2011, Wisconsin Act 28, the \$28 million project was supported through the Temporary Assistance for Needy Families (TANF) Emergency Funds (EF) available through the American Recovery and Reinvestment Act (ARRA) of 2009, as well as other TANF funding.

Designed to offer time-limited, government supported employment to low-income individuals, Transitional Jobs (TJ) programs are primarily work subsidy programs. TJ programs place unemployed individuals in a job in which they receive on-the-job training. The government subsidizes the wage paid to the worker. In addition to offering subsidized wages, TJ programs usually include all or some combination of technical training, job search assistance, career guidance and instruction on the soft skills (habits and attitudes) necessary to obtain and keep jobs.

Participation in TJ programs provides individuals with an opportunity to develop a successful work history, job references, and the skills necessary to compete successfully in the unsubsidized labor market [Bloom, 2010]. Employers are motivated to participate because they benefit from the worker’s labor yet are not responsible for paying the full wage to the worker. The presumption is that workers will move from subsidized to unsubsidized employment. This allows them to sustain an income in which they can support themselves and their families, which in turn would reduce dependency on public assistance programs.

The Works Progress Administration (WPA) programs developed in the 1930s were the first widespread use of government subsidized employment in the United States. Transitional job programs were used as a model to help long-term welfare recipients move into the labor market during the 1990s. Advocates of TJ programs claimed that the transitional jobs approach was as or more effective than traditional welfare to work programs because it directly linked assistance (subsidized wages) to employment. In the late 1990s TJ programs were

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<sup>2</sup> Since individual-level data was not available for educational attainment, job skills, and disabilities, we are unable to assess the extent to which agencies included hard-to-employ members of these groups.

expanded to other hard-to-employ populations such as veterans returning to the work force, individuals with mental and physical barriers to employment, and individuals recently released from incarceration [Bloom, 2012; Butler, et al., 2012; Penk, et al., 2010; Kashner, et al., 2002]. Subsidized employment programs are still implemented as a part of a public policy response to chronic and/or widespread unemployment.

## **TJDP Implementation**

The Department of Children and Families (DCF) administered the TJDP in 38 counties through partnerships with 17 contracting agencies located in Milwaukee County (MIL) and the Balance of State (BOS). These contracting agencies included Wisconsin Works (W-2)<sup>3</sup> Agencies, Community Action Programs (CAPs), Workforce Investment Boards (WIBs), and other private community-based agencies. The contracting agencies were responsible for developing partnerships with businesses and organizations to host the transitional job positions. DCF encouraged contractors to work with businesses or host sites that (with the additional support of subsidized labor) could successfully maintain an expansion of their workforce after the end of the subsidized period. Table 1 lists the contractor name, agency type, and geographic region. Figure 1 is a map that graphically displays the counties and the contractors that provided service to the counties.

### **Host Sites**

Over 800 businesses and organizations participated as host sites. These host sites included for-profit, non-profit, and governmental firms. Prior to accepting a TJ worker, participating employers (host sites) were required to affirm that each subsidized employment position met the following conditions set by State statute:

1. The employment did not fill a vacancy created by an employer terminating a regular employee or otherwise reducing its workforce for the purpose of hiring a TJ worker.
2. The employment did not fill a position when any other person is on layoff or strike for the same or a substantially equivalent job within the same organizational unit.
3. The employment did not fill a position when any other person is engaged in a labor dispute regarding the same or a substantially similar job within the same organizational unit.

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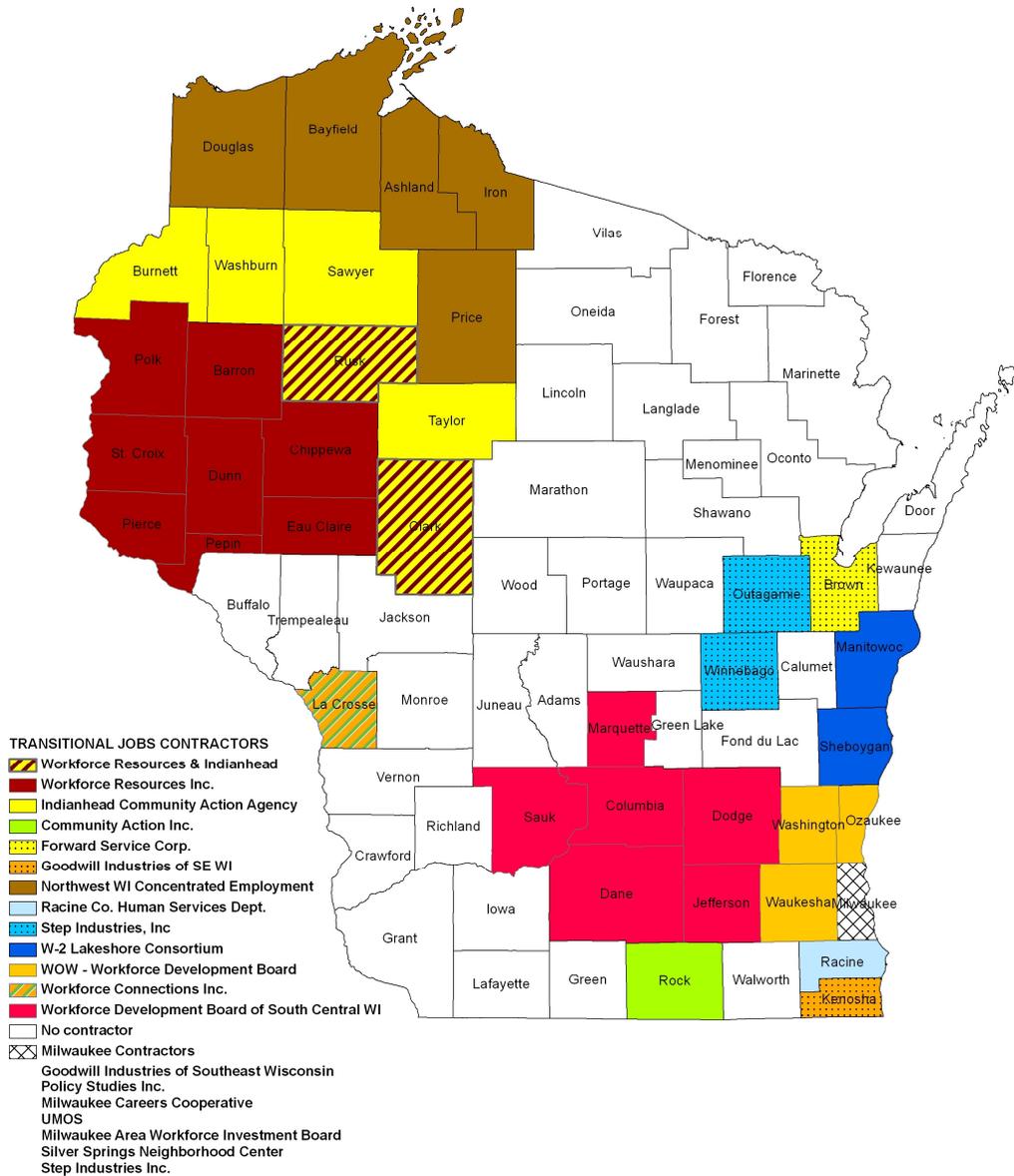
<sup>3</sup> W-2 is Wisconsin's Temporary Assistance for Needy Families (TANF) (i.e. welfare reform) program for low-income parents of minor children. <http://dcf.wisconsin.gov/w2/wisworks.htm>

**Table 1. Contractor Name, Agency Type and Geographic Region.**

<b>TJDP Contractor</b>	<b>Agency Type</b>	<b>Geographic Region</b>
Indianhead Community Action Agency (ICAA)	CAP	BOS
Community Action, Inc.(CAI)	CAP	BOS
Workforce Resource, Inc. (WRI)	W-2	BOS
Forward Service Corporation (FSC)	W-2	BOS
Workforce Connections, Inc. (WCI)	W-2	BOS
Lakeshore W-2 Consortium (LAKESHORE)	W-2	BOS
Policy Studies, Inc./MAXIMUS (PSI)	W-2	MIL
United Migrant Opportunity Services (UMOS)	W-2	MIL
Racine County Human Services Department (RCHSD)	W-2	BOS
Northwest WI Concentrated Employment Program, Inc. (NWCEP)	WIB	BOS
Workforce Development Board of South Central WI (WDBSCW)	WIB	BOS
Milwaukee Area Workforce Investment Board (MAWIB)	WIB	MIL
Waukesha-Ozaukee-Washington Workforce Development, Inc. (WOW WDI)	WIB	BOS
Milwaukee Careers Cooperative (MCC)	Other	MIL
Silver Spring Neighborhood Center (SSNC)	Other	MIL
Goodwill Industries of South Eastern WI (GOODWILL)	Other	MIL

Figure 1. TJDP Contractor Service Areas

## Transitional Jobs Demonstration Project Contractors



Map produced by: Department of Children and Families,  
Division of Family and Economic Security

04/12/2013;H.Y.

## Transitional Workers

A total of 4,072 workers participated in the program from September 2010 through June 2013. The legislation set the following eligibility requirements for participation in the TJDP:

1. Age from 21 to 64 years-old
2. Parent, or primary relative caregiver of a child under the age of 18, unless the individual is less than 25 years of age
3. Not receiving W-2 benefits or services
4. Unemployed for at least the four prior calendar weeks
5. Not eligible to receive unemployment insurance benefits
6. Annual household income below 150% of the federal poverty level
7. Citizen of the United States or a qualified non-citizen, and
8. Resident of Wisconsin.

## Program Components

DCF allowed each contractor to develop and implement a unique TJ program. Some TJ contractors targeted specific populations such as non-custodial parents, ex-offenders, and workers with alcohol and other drug addictions (AODA) barriers. All offered services within three prescribed phases.

1. **Orientation Phase.** All TJ workers were required to participate in an Orientation Phase. Length of orientation varied dependent upon contractor model from one day to six weeks. Based upon an assessment of the worker's specific needs, an initial employment plan was developed during this phase. Orientation phase services included specific job skills training, GED attainment support, driver's license recovery assistance, assistance in modifying a child support order, job search services, life skills training and soft skills development.
2. **Subsidized Phase.** The Subsidized Phase lasted between three months and one year. During this phase, workers worked at a transitional job (subsidized employment) at a host site. The hours of employment and hourly wages varied across the different subsidized placements. The total subsidized employment reimbursement could not exceed 1,040 hours per worker.
3. **Unsubsidized Phase.** The Unsubsidized Phase lasted from three to six months. During this time, the contractor assisted workers as they transitioned to unsubsidized employment. The type of assistance included work appropriate clothing, legal services, and transportation subsidies. Some contractors set expectations with the host site to employ the TJ worker after the subsidy period. Other contractors offered bonuses to TJ workers as they successfully met benchmarks within each phase of the program.

## Program Administration

Contractors worked with host sites to develop program models based upon the needs of their transitional workers. Although the host sites provided on-the-job training and job oversight, the TJ contractor had the legal responsibility for paying the wage to the TJ workers. This relieved the host site of the administrative functions associated with the employment of TJ workers. DCF reimbursed contractors for TJ worker wages at a rate of \$7.25/hour for subsidized employment and training.

## TJDP Evaluation Methods

The TJDP evaluation used a pre-post treatment design. A pre-post design examines a single group of individuals (TJ workers) who participate in a program (TJDP) at a point in time. It allows program evaluators to make inferences about the effect of the TJDP but does not allow for determining if the differences are related to the program. The outcomes presented here are a first step in determining if, with whom, and how the TJDP met the program goals.

The evaluation of the TJDP focused on the following three program goals:

1. Workers in the TJDP will obtain unsubsidized employment
  - a. initially after leaving the program and
  - b. during a two-quarter follow-up period.
2. Workers in the TJDP will increase their earnings during a two-quarter follow-up period.
3. Workers in the TJDP will increase their child support payments during a six-month follow-up period.

### Data Sources

The data sources used in the evaluation came from the administrative records in the DCF Client Assistance for Reemployment and Economic Support (CARES) data base, Department of Workforce Development Bureau of Unemployment Insurance (UI), DCF Bureau of Child Support and surveys completed by TJ contractors.

1. **Administrative Records.** Wisconsin's CARES data system served as a primary mechanism for collecting demographic data and TJ workers' begin and end dates for program components. CARES is the case management data base enterprise shared by DCF and the Wisconsin Department of Human Services (DHS). The system stores client and program data, entered by public agency or contractor workers.
2. **Unemployment Insurance (UI).** Data on Unemployment Insurance (UI) quarterly wages were obtained from the Department of Workforce Development through a data-sharing agreement. The UI data are published two quarters after the quarter in which the wages are earned. The availability of the UI wage data influenced the evaluation sample size. To ensure complete UI data for the analysis (two quarters prior to TJ enrollment and two quarters post TJ participation), only workers who ended the subsidized phase no later than March 2012 are included in the analysis.
3. **Child Support.** Monthly court orders for child support and monthly payment amounts for child support were obtained from the DCF Bureau of Child Support's Kids Information Data System (KIDS). KIDS is Wisconsin's automated child support enforcement data management system. For the program evaluation, court orders for child support were calculated for six months prior to the orientation begin month and six months after the subsidized phase end month. A worker who had a court order in both of these six-month periods was defined as a non-custodial parent.
4. **Contractor Surveys.** In three separate surveys, TJ contractors provided information on program characteristics and TJ workers' subsidized and unsubsidized employment. Data gathered through the contractor surveys included TJ workers' subsidized and unsubsidized employment work site

information, starting hourly wages, subsidized employment highest hourly wage, total subsidized wages earned, and corrections to data previously entered in CARES (such as end dates).

## Evaluation Sample

A complete data set was not available on all 4,072 workers due to the timing of the evaluation, data entry errors, missing or omitted responses, and data unavailable due to the timing of the UI and child support data matches. To ensure that the data set used is as complete and accurate as possible, the evaluation focused on a subgroup of 2,052 workers who met the following conditions:

1. The demographic data for the individuals were available in CARES
2. The TJ worker had a begin and end date for the orientation and subsidized phases of the TJ program, with a subsidized phase end date no later than March 31, 2012 and
3. The TJ worker had a single set of orientation phase and subsidized phase begin and end dates.

**TJ Worker Characteristics.** The majority of the TJ workers were black (66%), male (63%) and under the age of 35 years old (69%). More than half (57%) lived in a household with two or more individuals. Thirty-nine percent of workers were non-custodial parents and 33% were individuals with felony records.

**Comparison of Milwaukee County and the Balance of State.** The majority (61%,  $n = 1246$ ) of the workers were served by Milwaukee County (MIL) contractors compared to the Balance of State (BOS), in which 39% ( $n=806$ ) workers were served. There were statistically significant differences between the workers served in Milwaukee County and the Balance of State on some demographic variables<sup>4</sup>. Milwaukee County contractors served a larger percentage of blacks, males, single individuals, and workers under 35-years old. There were no differences in the percentage of non-custodial parents or individuals with felony records between Milwaukee and Balance of State TJ workers. See Table 2 for demographic percentages for Milwaukee, Balance of State and total state. Demographic characteristics by specific contractors are listed in the Appendix, Tables A1 and A2, respectively.

**Subsidized Employers.** The subsidized employers (host sites) were categorized as either for-profit, non-profit, or government employers. Forty-six percent were categorized as a non-profit employer, 41% as a for-profit employer, and three percent were categorized as a government employer. The type of employer was unknown for the remaining eleven percent.<sup>5</sup> More subsidized employers in Milwaukee were non-profit employers than in the Balance of State (49% and 40%, respectively). TJ workers participated in the orientation and subsidized employment phases (the subsidy period) of the program for an average of 147 days. During this period, TJ workers earned an average of \$4,175. TJ workers in Milwaukee remained in the subsidized portion of the program longer (eight additional days) and earned an average of \$1,006 more in subsidized wages when compared to the Balance of State TJ workers. The percentage distribution of the subsidized employment characteristics for Milwaukee and Balance of State are shown in Table 3, below. The characteristics by contractor are listed in the Appendix, Tables A3 and A4 respectively.

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<sup>4</sup> Z-test of two proportions;  $p < 0.10$

<sup>5</sup> Six percent of the workers had two employer types because of multiple subsidized employers. They are reclassified into three main types using the hierarchy of (1) for-profit, (2) not-for-profit, and (3) government employers.

**Table 2: TJ Worker Demographic Variables by Geographic Region**

		<b>Milwaukee County</b> n = 1,246 Column %	<b>Balance of State</b> n = 806 Column %	<b>State Total</b> N = 2,052 Column %
Gender*	Female	31 %	44 %	<b>37 %</b>
	Male	69 %	56 %	<b>63 %</b>
Age* (range = 20-62)	20 -34 years	74 %	62 %	<b>69 %</b>
	35 or more years	26 %	38 %	<b>31 %</b>
Household Size* (range = 1-13)	1	49 %	34 %	<b>43 %</b>
	2 or more	51 %	66 %	<b>57 %</b>
Race*	Black	85 %	37 %	<b>66 %</b>
	White	4 %	52 %	<b>22 %</b>
	Hispanic	7 %	5 %	<b>6 %</b>
	Other	4 %	5 %	<b>5 %</b>
	Unknown	1 %	1 %	<b>1 %</b>
Non-Custodial Parent <sup>(1)</sup>	Yes	39 %	39 %	<b>39 %</b>
	No	61 %	61 %	<b>61 %</b>
Felon	Yes	32 %	35 %	<b>33 %</b>
	No	57 %	57 %	<b>57 %</b>
	Unknown	11 %	8 %	<b>10 %</b>

\* Statistically significant differences between Milwaukee and Balance of State, (p = .05). <sup>1</sup> Non-custodial parent is defined as a parent with a court order to pay child support.

**Table 3: Subsidized Employment Characteristics**

		<b>Milwaukee County</b> n = 1,227	<b>Balance of State</b> n = 806	<b>State Total</b> N = 2,052
Subsidized Employer Type*	Non-profit	49 %	40 %	<b>46 %</b>
	For-profit	43 %	38 %	<b>41 %</b>
	Government	2 %	4 %	<b>3 %</b>
	Unknown	6 %	18 %	<b>11 %</b>
Days in TJ Program*	Mean	150	142	<b>147</b>
	Median	162	129	<b>148</b>
	Range	1-439	1-475	<b>1-475</b>
Total Subsidized Wages Earned*	Mean	\$4,558	\$3,552	<b>\$4,175</b>
	Median	\$4,607	\$3,175	<b>\$3,948</b>
	Range	\$29 - \$14,558	\$18-\$10,723	<b>\$18-\$14,558</b>

\*Statistically significant differences between Milwaukee and the Balance of State, p<.05.

## Evaluation Outcomes

### Goal 1a: TJ Workers Will Obtain Unsubsidized Employment Initially After Participation in the TJDP.

A TJ worker was designated as having initially obtained an unsubsidized job if the contractor satisfied one or more of the following conditions:

- Selected “yes” to the unsubsidized job question in the administrative data of the worker;
- Specified the name of the unsubsidized employer in the contractor survey of the worker;
- Identified the starting hourly wage of the unsubsidized job in the contractor survey of the worker.

Of the 2,052 TJ workers in the sample, 54% (1,112) initially secured an unsubsidized job and 33% (686) did not initially secure an unsubsidized job. The remainder (254) could not be identified by the contractor as to their initial unsubsidized employment status. Table 4 shows how the type of subsidized employer is associated with different rates of initial unsubsidized employment. An initial unsubsidized job was obtained by:

- 61% (508 of 838) of TJ workers with a for-profit subsidized employer;
- 51% (481 of 939) of TJ workers with a non-profit subsidized employer;
- 47% (27 of 57) of TJ workers with a government subsidized employer;
- 44% (96 of 218) of TJ workers with an unknown subsidized employer.

**Table 4: Initial Unsubsidized Employment Outcome by Subsidized Employer Type**

		Initial Unsubsidized Employment			Total	N
		Yes	No	Unknown		
		Row %	Row %	Row %	Row %	
Subsidized Employer Type	For-profit	61%	29%	10%	100%	838
	Non-Profit	51%	35%	14%	100%	939
	Government	47%	39%	14%	100%	57
	Unknown	44%	44%	12%	100%	218
	<b>Total</b>	<b>54%</b>	<b>33%</b>	<b>12%</b>	<b>100%</b>	<b>2,052</b>

**Relationship between Subsidized and Initial Unsubsidized Employer Type.** Of the 1,112 TJ workers who initially obtained an unsubsidized job, Table 5 shows that 63% (704) found employment with a for-profit employer, 19% (216) found employment with a non-profit employer, 2% found employment with a government employer, and the remaining 15% (170) found employment with an unknown type. This relationship with for-profit unsubsidized employment was strongest for those in a for-profit subsidized employment setting. Eighty-two percent of those who had a for-profit subsidized employer transitioned to a for-profit unsubsidized job compared to 46% of those who had a non-profit subsidized employer, 30% of those who had a government subsidized employer, and 60% of those who had an unknown type of subsidized employer.

### Relationship between Initial Unsubsidized Employer Type and Unsubsidized Hourly Wages.

TJ workers who initially secured jobs with for-profit employers had the highest average beginning hourly wage (\$9.45/hr) compared to non-profit workers (\$9.38/hr) and government workers (\$9.25/hr).

**Table 5: Relationship between Subsidized and Initial Unsubsidized Employer Type**

		Initial Unsubsidized Employer Type					n
		For-profit	Non-profit	Government	Unknown	Total	
		Row %	Row %	Row %	Row %	Row %	
Subsidized Employer Type	For-profit	82%	4%	1%	12%	100%	508
	Non-Profit	46%	39%	2%	13%	100%	481
	Government	30%	7%	22%	41%	100%	27
	Unknown	60%	4%	0%	35%	100%	96
	Total	63%	19%	2%	15%	100%	1,112

### Goal 1b: TJ Workers Will Obtain Unsubsidized Employment During the Two-Quarter Follow-Up Period.

A TJ worker was designated as having obtained an unsubsidized job during the two-quarter follow-up period after the end of his/her participation in the TJDP program if he/she had any UI earnings in either of the two quarters following the last quarter of the subsidized job . Based upon UI data, 60% (n =1,227) of the 2,052 TJ workers in the sample secured unsubsidized employment during the follow-up period after participating in the TJDP.

Three factors were associated with the likelihood of having an unsubsidized job during the follow-up period:

- number of days in the TJ program;
- amount of subsidized wages earned;
- felon status

TJ workers who stayed in the program longer were more likely to secure unsubsidized employment in the follow-up period. Those who secured unsubsidized employment were likely to have spent nearly a month longer in the program than those who did not secure unsubsidized employment. This does not necessarily mean that longer subsidized employment programs would lead to higher unsubsidized employment. It could simply mean that dropouts from the program are inherently less motivated to obtain unsubsidized employment than those who complete their subsidized phase. Additionally, those who reported more earnings during the subsidized period (likely due to longer time in the program) were more likely to obtain unsubsidized employment in the follow-up period. TJ workers who are felons were less likely to obtain an unsubsidized job in the follow-up period.

Table 6 lists the percentages of those who had any UI earnings in the two quarters following the subsidized phase by demographic characteristics. Gender, age, household size, race, non-custodial parent status, subsidized employer type and geographical region (Milwaukee vs. Balance of State) were not associated with the rate of unsubsidized employment in the follow-up period. Table 7 lists the percentages of those who had any

UI earnings in the two quarters following the subsidized phase by subsidized employment characteristics. Subsidized employer type, length of time in the program, and subsidized wages earned were not associated with the rate of unsubsidized employment in the follow-up period.

**Table 6: Demographic Characteristics by Unsubsidized Employment Outcome in Follow-up Period**

		Unsubsidized Job in Follow-Up Period		
		Yes n = 1,227 60 %	No n = 825 40 %	Total N = 2,052 100 %
Gender	Female	58 %	42 %	749
	Male	61 %	39 %	1,303
Age (range = 20-62)	20 -34 years	59 %	41 %	1,418
	35 or more years	61 %	39 %	634
Household Size (range 1-13)	1	61 %	39 %	887
	2 or more	58 %	42 %	1,165
Race	Black	59 %	41 %	1,353
	White	62 %	38 %	460
	Hispanic	59 %	41 %	130
	Other	62 %	38 %	91
	Unknown	72 %	28/ %	18
Non-Custodial Parent	Yes	59 %	41 %	1,243
	No	60 %	40 %	809
Felon*	Yes	55 %	45 %	682
	No	63 %	37 %	1,172
	Unknown	56 %	44 %	198
Geographic Region	Milwaukee County	57 %	43 %	1,246
	Balance of State	64 %	36 %	806

\* Statistically significant difference between those who secured subsidized jobs and those who did not secure a subsidized job,  $p < .05$ .

**Contract Agency.** The percentage of TJ workers who obtained unsubsidized jobs in the follow-up period varied across the agencies. In an effort to examine possible relationships between unsubsidized employment and agency characteristics, the study focused on the number of workers served, specific program offerings and implementation models. TJ contractors were grouped by common TJ program traits, but no significant relationships could be discerned between agency-level characteristics and job outcomes. For this reason, specific contractor information on these items is deferred to Tables A5-A14 of the Appendix.

Table 7: Subsidized Employment Characteristics by Unsubsidized Employment Outcome in Follow-up Period

		Unsubsidized Job in Follow-Up Period		
		Yes	No	Total
		n = 1,227 60 %	n = 825 40 %	N = 2,052 100 %
Days In TJ Program*	Mean	146	147	147
	Median	149	147	148
	Range	1-475	2-448	1-475
Total Subsidized Wages*	Mean	\$4,093	\$3,980	\$4,175
	Median	\$4,506	\$3,618	\$3,948
	Range	\$22-\$14,588	\$18-\$14,288	\$18-\$14,588
Subsidized Employer Type	For-profit	62 %	38 %	838
	Non-profit	58 %	42 %	939
	Government	65 %	35 %	57
	Unknown	58 %	42 %	218

\* Statistically significant difference between those who secured subsidized jobs and those who did not secure a subsidized job,  $p < .05$ .

**Summary of Goal 1: Obtain Unsubsidized Employment.** A majority of workers in the TJ program were successful in obtaining unsubsidized employment both initially and during the two-quarter follow-up period. Of the 2,052 workers in the sample, at least 54% initially secured an unsubsidized job and 60% had unsubsidized employment in their two-quarter follow-up period. Among those who initially obtained unsubsidized employment, the majority secured employment with a for-profit employer. TJ workers who had a for-profit subsidized employer were more likely to obtain an initial unsubsidized job than those with other types of subsidized employers, and they were more likely to obtain an unsubsidized job with a for-profit employer.

**Goal 2: TJ Workers Will Increase Their Earnings During the Two-Quarter Follow-Up Period.**

To determine if workers increased their earnings from pre to post TJDP, UI wages were compared from two quarters before participation in TJDP to two quarters after participation in TJDP. A TJ worker was more likely to have earnings after TJDP participation if he/she had earnings before TJDP. Sixty-eight percent of those who had earnings before TJDP also had earnings after TJDP. In contrast, 55% of those who did not have earnings before TJDP also had earnings after TJDP. The percentages of workers in each pre and post earnings category are displayed in Table 8.

Of the 762 TJ workers who had UI earnings before TJDP, their average earnings increased \$785 from \$2,348 before TJDP to \$3,133 after TJDP. Of the 1,290 TJ workers who had *no* UI earnings before TJDP, their average earnings increased \$2,450 from \$0 before TJDP to \$2,450 after TJDP. Using the entire sample of 2,052 TJ workers, average earnings increased \$1,831 from \$872 before TJDP to \$2,703 after TJDP. Table 9 lists the average earnings before and after TJDP of the total sample and various subgroups.

**Summary of Goal 2: Increase Earnings.** On average, TJ workers increased their earnings after participating in the TJ program. TJ workers who had a recent employment history (i.e. earned wages) two quarters prior to entering the TJDP were more likely to get an unsubsidized job during the follow-up period and subsequently obtain higher wages than TJ workers with no recent employment history prior to entering the TJDP.

**Table 8: Earning Status Before and After TJDP**

		Earnings in 2 Quarters After TJDP			
		Yes N=1,227 Row %	No N=825 Row %	Total N=2,052 Row %    n	
<b>Earnings in 2 Quarters Before TJDP</b>	<b>Yes</b>	68 %	32 %	100 %	<b>762</b>
	<b>No</b>	55 %	45 %	100 %	<b>1,290</b>
	<b>Total</b>	<b>60 %</b>	<b>40 %</b>	<b>100 %</b>	<b>2,052</b>

**Table 9: Average UI Wages Before and After TJDP**

	Average Wages during 2 Quarters			
	Before TJDP N=1,227	After TJDP N=825	Change N=2,052	n
TJ Workers with Earnings Before TJDP and				
a. Earnings After TJDP	\$2,639	\$4,636	\$1,997	<b>515</b>
b. <u>No</u> Earnings After TJDP	\$1,740	-	-\$1,740	<b>247</b>
c. Average	\$2,348	\$3,133	\$785	<b>762</b>
TJ Workers with <u>No</u> Earnings Before TJDP and				
a. Earnings After TJDP	-	\$4,438	\$4,438	<b>712</b>
b. No Earnings After TJDP	-	-	-	<b>578</b>
c. Average	-	\$2,450	\$2,450	<b>1,290</b>
<b>All TJ Workers (Average of Entire Sample)</b>	<b>\$ 872</b>	<b>\$2,703</b>	<b>\$1,831</b>	<b>2,052</b>

**Goal 3. TJ Workers Will Increase Their Child Support Payments During the Six-Month Follow-Up Period.**

The analyses of the child support payments used a sample of 809 TJ workers who had a court order to pay child support for six months both before and after TJ program participation. After participation in the TJDP, TJ workers increased the average amount of child support payments and paid a greater percentage of the child support order. The average child support amount paid by TJ workers was \$325 for the six months before participation in the TJDP. The average child support amount paid for the six months after participation in the TJDP was \$795, an increase of 145%. The actual child support order amount remained the same over this period of time.

TJ workers paid, on average, just 21% of the child support court order amount during the six months before the TJDP. This average improved to 50% of the child support court order amount during the six months after the TJDP. Table 10 lists the average child support payments during the six months before and after TJDP.

**Table 10: Average Child Support Payments Before and After TJDP**

	Average Child Support during 6 months Before TJDP	Average Child Support during 6 months After TJDP	Average Change
Court Ordered Amount	\$1,573	\$1,577	\$5
Payment Amount	\$325	\$795	\$471
Percent of Court Ordered Amount Paid	21 %	50 %	30 %

**Summary of Goal 3: Increase Child Support.** While the amount of the court order for child support remained constant, workers who participated in the TJDP more than doubled the amount of child support they were paying prior to entering the program.

### Felon Status and Outcomes

**Employment.** Compared to their non-felon counterparts in the TJ program, felons were less likely to obtain unsubsidized employment. One third of the TJ workers were felons (n = 682); 57% were not felons (n = 1,172); and the status of ten percent (n = 198) is unknown. Table 11 compares these three groups (felons, non-felons, unknown) and shows that felons secured unsubsidized jobs during the follow-up period at the lowest rate (55%).

**Table 11: Unsubsidized Employment Rates by Felon Status**

		Felon Status of TJ Worker			
		Felon n = 682 Column %	Non-Felon n = 1,172 Column %	Unknown n = 198 Column %	Total N = 2,052 Column %
Secured Unsubsidized Employment during Follow-Up*	Yes	55 %	63 %	56 %	60 %
	No	45 %	37 %	44 %	40 %

\* Statistically significant ( $\chi^2 = 12.59$ ;  $p < .05$ .)

**Earnings.** Comparing average UI earnings before and after TJDP, Table 12 shows that they increased for both felons and non-felons by the same amount (i.e., \$1,867 and \$1,869, respectively). Before TJDP, the average wages of felons were 48% that of non-felons (i.e., \$522 / \$1,082). However, after TJDP, felons were earning 81% that of the non-felons (i.e., \$2,389 / \$2,951).

**Table 12: Average UI Earnings Before and After TJDP by Felon Status**

	Average Earnings during Two-Quarters							
	Before TJDP		After TJDP		Change		N	
	Felon	Non-Felon	Felon	Non-Felon	Felon	Non-Felon	Felon	Non-Felon
Workers with Earnings Before TJDP and								
a. Earnings After TJDP	\$2,053	\$2,888	\$4,569	\$4,667	\$2,516	\$1,769	134	330
b. No Earnings After TJDP	\$1,048	\$2,143	-	-	-\$1,048	-\$2,143	77	147
c. Average	\$1,686	\$2,658	\$2,902	\$3,229	\$1,216	\$571	211	477
Workers with No Earnings Before TJDP and								
a. Earnings After TJDP	-	-	\$4,274	\$4,641	\$4,274	\$4,641	238	414
b. No Earnings After TJDP	-	-	-	-	-	-	233	281
c. Average	-	-	\$2,160	\$2,765	\$2,160	\$2,765	4,371	695
Full Sample Average	\$ 522	\$1,082	\$2,389	\$2,951	\$1,867	\$1,869	682	1,172

**Child Support.** Table 13 shows that felons paid, on average, a smaller amount in child support before TJDP than non-felons and those of unknown felon status. Before TJDP, the average child support payment for felons was 63% that of non-felons (i.e., \$253/\$404). All groups increased the average amount of child support payments after TJDP. Felons tripled their average child support payments from \$253 before TJDP to \$759 after TJDP. Non-Felons more than doubled their average child support payments from \$404 before TJDP to \$886 after TJDP. After TJDP, the average child support payment for felons was 86% that of non-felons (i.e., \$759/\$886).

**Table 13: Child Support Payments by Felon Status**

	Average Child Support Payments during 6 months			
	Before TJDP	After TJDP	Change	n
Felon	\$ 253	\$ 759	\$ 507	396
Non-Felon	\$ 404	\$ 886	\$ 482	331
Unknown	\$ 335	\$ 606	\$ 251	82

**Summary of Felon Status and Outcomes.** Felon status was the only demographic characteristic of TJ workers to be associated with different outcomes before and after TJDP. Felons were less likely to obtain unsubsidized employment during the follow-up period than non-felons. On average, felons had much lower earnings and child support payments than non-felons before the TJDP. However, their average earnings and child support payments increased by similar amounts relative to non-felons after the TJDP.

## Discussion

The evaluation of the TJDP program provides evidence that the workers in the program were successful in obtaining unsubsidized employment, increasing their incomes, and increasing the amount of their child support payments. Among workers who initially obtained unsubsidized employment, the type of both subsidized and unsubsidized employer was most likely for-profit.

Felon status was the only demographic characteristic of TJ workers to be associated with differences in any of these economic outcomes. Felons secured unsubsidized employment during the follow-up period at a lower rate than non-felons, but the average increase in his/her earnings and child support payment amounts were comparable to non-felons.

Increased length of time in the TJDP was associated with higher rates of unsubsidized employment. However, the study was unable to determine if there was an optimal amount of time in the subsidized phase of the program. Workers may have been more successful in obtaining unsubsidized employment because they were able to establish a longer work history, making them a more desirable job candidate. On the other hand, workers who leave the subsidized phase prematurely may be signaling less motivation to participate in the labor market. Individuals with higher earnings and more recent work experience (based upon UI wages) before TJDP participation were the most likely to obtain unsubsidized employment and earned a higher wage than the average TJ workers. These workers may have had fewer barriers to employment and therefore were more easily retained in the program for a longer period of time, and more prepared to meet employers' job requirements. Although the TJ workers in Milwaukee differed from the TJ workers in the Balance of State in gender, age, and household size, none of those variables were associated with success in obtaining unsubsidized jobs. Furthermore, none of the specific program characteristics or models were associated with TJ workers' success .

Although no control or comparison group was available for the TJDP evaluation, the outcomes for TJDP workers are consistent with results of other recent transitional jobs program evaluations. TJ program evaluations that utilized random assignment and more rigorous quasi-experimental designs found similar outcomes that reflect the same short-term gains in unsubsidized employment and income for participants, increases in child support payments, and success for felons and individuals with other low to moderate barriers to employment [Butler, et al.,2012; Duncan, et al.,2008; Huston, et al., 2003; Huston, et al., 2008; Lippold, K, et al. 2011; Redcross, et al., 2012].

### Limitations and Cautions

Without a control group comparison for this evaluation, the results of the data analysis cannot necessarily be attributed to the TJDP. For example, economic improvements in the state over the program implementation period may have influenced the outcomes. The TJDP was Wisconsin's response to high unemployment that accompanied a nationwide economic recession. The state's highest unemployment rates during the recession ranged from 9.0 % - 9.2 % between May 2009 through March 2010. Unemployment dropped to 8.1 % in September 2010 when the TJDP began. By the end of March 2012, unemployment in the state had dropped to 6.9%. The unemployment rate remained at 6.9 % at the end of the third quarter of 2012 (September), the last quarter of UI wage data available for TJ workers [U.S. Department of Labor, 2013] ].

Felon status was unknown for ten percent of the TJ workers. Contractor records of TJ workers' self-reported felony status served as the basis for felon classifications. Because of the social stigma of felon status, a large proportion of the unknown status group may be felons, which may have attenuated results for the non-felon group. When examining those who did or did not obtain unsubsidized employment, those of unknown status were similarly distributed as felons.

The main goals of the TJDP were to increase unsubsidized employment, earnings, and child support payments for workers after they ended the subsidized phase of the program. Although there is evidence of success toward each of these three goals at least in the short-run (i.e., six month period after participation), these outcomes cannot necessarily be attributed to the TJDP in the absence of a control group. The interpretation of the outcomes of the TJDP evaluation is descriptive rather than causal due to the limitations of the program and evaluation design. More rigorous evaluations that include experimental or quasi-experimental designs and examine long-term outcomes can build on this preliminary examination of the TJDP and illuminate the impact of TJ programs in Wisconsin.

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# Evaluation of the Transitional Jobs Demonstration Project

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## **Appendix: Descriptive Statistics by TJDP Contract Agency**

The Transitional Jobs Demonstration Project provided contractors with a flexible framework for delivering job-related services rather than assigning a prescribed program model. Each contractor designed a unique service delivery model of its own choice. Consequently, each of the 17 contracting agencies developed a service delivery program that differed from each of the other contractors. These programs varied in program worker characteristics, subsidized and unsubsidized employment characteristics, program characteristics, services provided and outcomes. The contracting agencies are organized in this appendix by the geographic region in which they were located, either Milwaukee County or Balance of State. The contractors are listed below and grouped by geographic region in the subsequent data tables.

### **Milwaukee County Contract Agencies**

1. Policy Studies, Inc./Maximus (PSI)
2. United Migrant Opportunity Services (UMOS)
3. Milwaukee Area Workforce Investment Board (MAWIB)
4. Milwaukee Careers Cooperative (MCC)
5. Silver Spring Neighborhood Center (SSNC)
6. Goodwill Industries of South Eastern WI (Goodwill)
7. Step Industries (Step)

### **Balance of State Contract Agencies**

1. Indianhead Community Action Agency (ICAA)
2. Community Action, Inc. (CAI)
3. Workforce Resource, Inc. (WRI)
4. Forward Service Corporation (FSC)
5. Lakeshore W-2 Consortium (Lakeshore)
6. Workforce Connections, Inc. (WCI)
7. Racine County Human Services Department (RCHSD)
8. Northwest WI Concentrated Employment Program, Inc. (NWCEP)
9. Workforce Development Board of South Central WI (WDBSCW)
10. Waukesha-Ozaukee-Washington Workforce Development, Inc. (WOW WDI)

### **Characteristics of Workers**

The demographic characteristics of the TJ workers were similar across contractors. While most TJ workers were men, two contractors served more women than men (ICAA and FSC). Only one agency (Lakeshore) served more workers from the 35 years and older age group than individuals under 35 years of age. All but six contractors (RCHSD, WCI, Lakeshore, MAWIB, PSI, MCC) served more workers in two-person households than those from one-person households. The majority of the participants in the Balance of State (BOS) were white and the majority of participants in Milwaukee were black. Lakeshore, WCI, RCHSD, and SSNC served mostly non-custodial parents. Fifty-percent or more of the TJ workers had felony records in MAWIB, Step, RCHSD, and CAI. Tables A1 and A2 list the demographic information for each contractor in Milwaukee County and the Balance of State agencies, respectively.

### **Employment Characteristics**

The subsidy period and unsubsidized employment for TJ workers differed among contractors. The number of days TJ workers remained in the program for the orientation and subsidized employment

phases (the subsidy period) ranged from an average of 63 to 164 days, with average wages during this period ranging from \$2,506 to \$5,629. Five of the contractors (Goodwill, MAWIB, Step, ICAA, and WDBSCW) had more than 50% of their TJ workers at non-profit host sites. The average unsubsidized starting wage of TJ workers ranged from \$8.00 to \$11.79. The subsidized and unsubsidized employment characteristics for the Milwaukee and BOS contractors are provided in Tables A3 and A4, respectively.

### **Program Characteristics**

The contractors' budgets were classified as small (less than \$1 million), medium (\$1-3 million), and large (over \$3 million). Size of budget was not a predictor of program success. The average cost per TJ worker ranged from \$3,976 to \$17,085. Ten contractors offered retention bonuses in the form of cash or gift cards to TJ workers. Bonuses for subsidized job retention ranged from \$20 - \$200, while bonuses paid for unsubsidized job retention of 30 -180 days were \$20 - \$300. All but one agency (Goodwill) had expectations of the host site to hire the TJ workers. Tables A5 and A6 list the program characteristics by contractors in Milwaukee and BOS contractors, respectively.

### **Training Services**

Training services offered by contractors varied as well. All contractors offered job search and career planning services. All but one offered computer skills training. WisCareers is a web-based career information system with a career development website designed to guide youth and adults through self-directed career awareness, exploration and planning activities. Contractors (and other agencies) pay to have this service available for job seeking clients. Specific to Wisconsin, WisCareers was developed at the Center for Education and Work (CEW) within the School of Education at the University of Wisconsin-Madison. The National Career Readiness Certification (NCRC) is a portable credential that demonstrates achievement and a certain level of workplace employability skills in applied mathematics, locating information, and reading for information. The NCRC offers the efficient matching of talent with work, which helps people secure jobs and companies find skilled workers. The NCRC credentialing is used in over 40 states nationwide. Contractors and other agencies, including Wisconsin Department of Workforce Development Job Centers, pay to provide this service to job seeking clients. Tables A7 and A8 list the training services offered in Milwaukee County and the BOS, respectively.

### **Support and Referral Services**

All support services are listed in Tables A9 and A10 for Milwaukee County and BOS respectively. Childcare subsidy is a cash payment or reimbursement paid to the worker for childcare costs, or cash paid directly to the worker's childcare provider of choice. Childcare services refer to childcare provided through contractor on-site services or established childcare provider partnerships. Child support legal aid refers to legal services to help guide and support an individual through the child support order procedures and processes. All but one contractor (Step) provided transportation support services and assistance in obtaining clothing appropriate for work.

### **Follow-up Services**

In the unsubsidized phase of the TJDP, contractors offered follow up services to TJ workers such as peer support, telephone check-ins, and workshops. The topics of these workshops and groups focused on job

retention skills, additional job skills such as computer skills, and life skills. Three contractors required TJ worker participation in these groups. Tables A11 and A12 list the follow-up services offered by contract agencies in Milwaukee and BOS, respectively.

### **Outcomes by Contract Agency**

Specific program components were not attributable to the outcomes (unsubsidized employment, quarterly earnings, and amounts paid for child support). Tables A13 and A14 list outcomes by contractor name for Milwaukee and BOS agencies, respectively.

**Table A1: TJ Worker Characteristics by Milwaukee County Contractors**

		<b>MAWIB</b> n = 453 Column %	<b>UMOS</b> n = 354 Column %	<b>Goodwill</b> n = 241 Column %	<b>PSI</b> N = 220 Column %	<b>MCC</b> N = 41 Column %	<b>SSNC</b> n = 40 Column %	<b>Step</b> n = 36 Column %
Gender	Female	25 %	40 %	39 %	31 %	29 %	25 %	42 %
	Male	75 %	60 %	61 %	69 %	71 %	75 %	58 %
Age (range = 20-62)	20-34 years	78 %	71 %	66 %	75 %	68 %	65 %	64 %
	35 + years	22 %	29 %	34 %	25 %	32 %	35 %	36 %
Household Size (range 1-13)	1 person	64 %	29 %	34 %	61 %	59 %	15 %	17 %
	2 or more persons	36 %	71 %	66 %	40 %	42 %	85 %	83 %
Race	Black	93 %	65 %	75 %	92 %	93 %	93 %	36 %
	White	2 %	5 %	17 %	3 %	0 %	5 %	50 %
	Hispanic	3 %	20 %	7 %	1 %	0 %	3 %	6 %
	Other	2 %	9 %	1 %	2 %	5 %	0 %	8 %
	Unknown	0 %	1 %	0 %	2 %	2 %	0 %	0 %
Non-Custodial Parent	Yes	46 %	28 %	40 %	42 %	44 %	53 %	50 %
	No	54 %	72 %	60 %	58 %	56 %	48 %	50 %
Felon	Yes	50 %	24 %	24 %	12 %	39 %	35 %	58 %
	No	48 %	65 %	53 %	80 %	46 %	40 %	31 %
	Unknown	2 %	11 %	22 %	8 %	15 %	25 %	11 %

**Table A2: TJ Worker Characteristics by Balance of State Contractors**

		ICAA	WOW WDI	WDBSCW	WRI	RCHSD	CAI	NWCEP	FSC	WCI	Lakeshore
		n = 115	n = 106	n = 103	n = 101	n = 70	n = 42	n = 38	n = 36	n = 29	n = 27
		Column %									
Gender	Female	68 %	43 %	49 %	48 %	23 %	31 %	37 %	56 %	17 %	22 %
	Male	32 %	57 %	51 %	52 %	77 %	69 %	63 %	44 %	83 %	78 %
Age (range = 20-62)	20-34 years	59 %	58 %	62 %	62 %	63 %	55 %	82 %	64 %	72 %	41 %
	35 + years	41 %	43 %	38 %	38 %	37 %	45 %	18 %	36 %	28 %	59 %
Household Size (range 1-13)	1 person	6 %	49 %	42 %	23 %	61 %	21 %	42 %	31 %	66 %	78 %
	2 or more persons	94 %	51 %	58 %	77 %	39 %	79 %	58 %	69 %	35 %	22 %
Race	Black	0 %	31 %	62 %	16 %	81 %	74 %	0 %	47 %	41 %	7 %
	White	92 %	58 %	32 %	74 %	13 %	14 %	76 %	31 %	52 %	74 %
	Hispanic	2 %	5 %	1 %	1 %	4 %	7 %	0 %	6 %	0 %	15 %
	Other	4 %	7 %	4 %	7 %	1 %	2 %	21 %	17 %	3 %	4 %
	Unknown	2 %	0 %	1 %	2 %	0 %	2 %	3 %	0 %	3 %	0 %
Non-Custodial Parent	Yes	15 %	35 %	41 %	42 %	56 %	36 %	39 %	33 %	55 %	78 %
	No	85 %	65 %	59 %	58 %	44 %	64 %	61 %	67 %	45 %	22 %
Felon	Yes	14 %	39 %	43 %	27 %	63 %	76 %	11 %	42 %	3 %	41 %
	No	86 %	54 %	56 %	60 %	36 %	24 %	84 %	58 %	0 %	37 %
	Unknown	0 %	8 %	1 %	13 %	1 %	0 %	5 %	0 %	97 %	22 %

**Table A3: Subsidized and Unsubsidized Employment Characteristics by Milwaukee Contractors**

		Goodwill	MAWIB	MCC	PSI	SSNC	Step	UMOS	MIL Contractor Group Average N = 1,385
		n = 41	n = 453	n = 41	n = 220	n = 40	n = 36	n = 354	
Number of Days in Program	Average	164	164	63	141	165	128	135	<b>137</b>
Total Wages Earned During Subsidy Period	Average	\$3,942	\$4,357	\$2,506	\$4,574	\$5,629	\$3,952	\$4,910	<b>\$4,267</b>
Subsidized Employer Type	For-Profit	30 %	21 %	68 %	67 %	80 %	0 %	49 %	<b>45 %</b>
	Non-Profit	63 %	69 %	7 %	25 %	18 %	67 %	47 %	<b>42 %</b>
	Government	4 %	6 %	0 %	0 %	0 %	0 %	1 %	<b>1 %</b>
	Unknown	3 %	4 %	24 %	8 %	3 %	33 %	3 %	<b>11 %</b>
Unsubsidized Employer Type	For-Profit	18 %	21 %	34 %	47 %	53 %	8 %	53 %	<b>33 %</b>
	Non-Profit	15 %	12 %	2 %	4 %	8 %	28 %	10 %	<b>11 %</b>
	Government	1 %	2 %	0 %	2 %	0 %	0 %	1 %	<b>1 %</b>
	Unknown	26 %	24 %	37 %	13 %	30 %	36 %	7 %	<b>25 %</b>
	No Job	41 %	42 %	27 %	35 %	10 %	28 %	29 %	<b>30 %</b>
Unsubsidized Job Starting Hourly Wages	Average	\$ 9.32	\$ 8.93	\$ 8.27	\$ 9.60	\$11.79	\$ 8.00	\$ 9.59	<b>\$ 9.36</b>

**Table A4: Subsidized and Unsubsidized Employment Characteristics by Balance of State Contractors**

		CAI	FSC	ICAA	Lake-shore	NW CEP	RC HSD	WCI	WDB SCW	WOW WDI	WRI	BOS Contractor Group Average
		n = 42	n = 36	n = 115	n = 27	n = 38	n = 70	n = 29	n = 103	n = 106	n = 101	N = 667
Number of Days in Program	Average	131	164	150	160	157	138	132	156	147	99	<b>144</b>
Total Wages Earned During Subsidy Period	Average	\$3,928	\$2,857	\$4,400	\$3,533	\$3,783	\$3,747	\$2,582	\$3,533	\$4,090	\$2,100	<b>\$3,455</b>
Subsidized Employer Type	For-Profit	74 %	50 %	29 %	70 %	63 %	76 %	59 %	27 %	32 %	33 %	<b>51 %</b>
	Non-Profit	24 %	19 %	55 %	30 %	24 %	19 %	0 %	57 %	11 %	39 %	<b>28 %</b>
	Government	0 %	3 %	1 %	0 %	13 %	0 %	0 %	11 %	1 %	1 %	<b>3 %</b>
	Unknown	2 %	28 %	16 %	0 %	0 %	6 %	41 %	5 %	56 %	28 %	<b>18 %</b>
Unsubsidized Employer Type	For-Profit	31 %	36 %	37 %	30 %	26 %	41 %	31 %	29 %	23 %	57 %	<b>34 %</b>
	Non-Profit	5 %	6 %	25 %	4 %	5 %	7 %	0 %	16 %	7 %	7 %	<b>8 %</b>
	Government	0 %	0 %	0 %	0 %	0 %	0 %	0 %	4 %	1 %	0 %	<b>0 %</b>
	Unknown	31 %	31 %	16 %	22 %	24 %	19 %	21 %	16 %	38 %	17 %	<b>23 %</b>
	No Job	33 %	28 %	22 %	44 %	45 %	33 %	48 %	36 %	32 %	19 %	<b>34 %</b>
Unsubsidized Job Starting Hourly Wages	Average	\$10.32	\$ 9.33	\$ 9.60	\$11.50	\$ 9.56	\$ 8.58	NA	\$ 9.91	\$ 9.87	\$ 9.07	<b>\$ 9.75</b>

**Table A5: TJDP Program Characteristics by Milwaukee County Contractors**

	Goodwill	MAWIB	MCC	PSI	SSNC	Step	UMOS	Group Average
Budget Size	Large	Large	Small	Large	Small	Small	Large	na
Cost per TJ Worker	\$12,204	\$10,663	\$3,976	\$10,860	\$17,085	\$8,442	\$9,470	<b>\$10,386</b>
Hours of Orientation	24.25	40	28	40	65	20	7.5	<b>32</b>
Subsidized Wage (mean)	\$7.53	\$7.25	\$7.25	\$8.33	\$8.39	\$7.25	\$7.25	<b>\$7.61</b>
Total Subsidized Wage Earned (mean)	\$3,942	\$4,357	\$2,506	\$4,574	\$5,629	\$3,952	\$4,910	<b>\$4,267</b>
Subsidized Phase Length (months; full or part-time)	6; PT	6; FT	3-5; FT & PT	6; FT	6; FT	6; FT	6; FT	na
Days in Program <sup>(1)</sup>	164	164	63	141	165	128	135	<b>137</b>
Contractor as Host Site (% of TJ Workers )	51%	0%	7%	5%	8%	67%	6%	<b>20%</b>
Expectation for Host Site to Hire	None	Few	All	All	All	All	Most	na
Job Retention Bonuses for Subsidized and Unsubsidized	Both	Unsub.	No	No	No	No	No	na

<sup>1</sup>Average Number of Days the TJ worker remained in the program from Orientation through the Subsidized Phase

**Table A6: TJDP Program Characteristics by Balance of State Contractors**

	CAI	FSC	ICAA	Lake-shore	NW CEP	RC HSD	WCI	WDB SCW	WRI	WOW WDI	Group Average
Budget Size	Medium	Small	Medium	Small	Small	Medium	Small	Medium	Medium	Medium	<b>na</b>
Cost per TJ Worker	\$13,188	\$8,571	\$7,396	\$7,807	\$9,332	\$8,489	\$9,583	\$9,493	\$8,571	\$8,463	<b>\$9,089</b>
Hours of Orientation	20	30	20	30	20	40	48	80	40	24	<b>35</b>
Subsidized Wage (mean)	\$7.47	\$7.29	\$7.30	\$7.41	\$7.25	\$7.25	\$7.25	\$7.25	\$7.25	\$7.43	<b>\$7.31</b>
Total Subsidized Wage Earned (mean)	\$3,928	\$2,857	\$4,400	\$3,533	\$3,783	\$3,747	\$2,582	\$3,533	\$2,100	\$4,090	<b>\$3,455</b>
Subsidized Phase Length (months; full or part-time)	6; FT	9; PT	Varied	6; FT	6; FT	3; PT	3;FT	6;FT	6; FT	6; FT & PT	<b>na</b>
Days in Program <sup>(1)</sup>	131	164	150	160	157	138	132	156	99	147	<b>144</b>
Contractor as Host Site (% of TJ Workers )	10%	0%	65%	0%	0%	0%	0%	0%	2%	0%	<b>8%</b>
Expectation for Host Site to Hire	Most	Some	Most	Most	Some	Most	None	Some	Some	Most	<b>na</b>
Job Retention Bonuses for Subsidized and Unsubsidized	Both	Sub.	Both	Both	Unsub	Both	No	No	Unsub	Unsub	<b>na</b>

<sup>1</sup> Average Number of Days the TJ worker remained in the program from Orientation through the Subsidized Phase

**Table A7: Training Services Offered by Milwaukee County Contractors**

	Goodwill	MAWIB	MCC	PSI	SSNC	Step	UMOS	Total # Contractors Offered This Service
Job Search or Career Planning Skills	X	X	X	X	X	X	X	7
Computer Skills	X	X	X	X	X	X	X	7
WisCareers		X	X		X			3
NCRC		X	X					2
General Job Skills Certification								0
Specialized Job Skills	X	X					X	3
ESL Classes								0
Math/Reading Assessment	X	X	X		X	X		4
Math/Reading Education			X		X			2
GED/High School Equivalency			X		X		X	3
College/Technical School								0
Job Coaching	X	X	X	X	X	X	X	7
Offender Re-Entry Program						X		1
Fatherhood Curriculum								0
Job Readiness & Soft Skills	X	X	X		X			4
Life Skills		X		X	X			3

**Table A8: Training Services Offered by Balance of State Contractors**

	CAI	FSC	ICAA	Lake-shore	NW CEP	RC HSD	WCI	WDB SCW	WOW WDI	WRI	Total BOS Contractors Offered This Service
Job Search or Career Planning Skills	X	X	X	X	X	X	X	X	X	X	10
Computer Skills	X	X	X	X		X	X	X	X	X	9
WisCareers		X				X		X	X	X	5
NCRC		X		X		X			X		4
General Job Skills Certification	X					X					2
Specialized Job Skills			X			X				X	3
ESL Classes						X				X	2
Math/Reading Assessment	X	X	X	X	X	X			X	X	8
Math/Reading Education			X			X				X	3
GED/High School Equivalency		X	X		X	X			X	X	6
College/Technical School		X	X					X			3
Job Coaching	X	X	X	X		X		X		X	7
Offender Re-Entry Program	X				X				X		3
Fatherhood Curriculum	X										1
Job Readiness & Soft Skills	X	X	X	X		X		X	X	X	8
Life Skills	X	X	X	X		X		X	X	X	8

**Table A9: Support Services and Referral Services Offered by Milwaukee County Contractors**

	Goodwill	MAWIB	MCC	PSI	SSNC	Step	UMOS	Total # Contractors Offered this Service
AODA Services		X			X	X	X	4
Childcare Subsidy				X	X			2
Childcare Services					X		X	2
Child Support Legal Aid		X	X		X	X	X	5
Child Support Order or Debt/Arrears Modification Assistance		X	X	X	X		X	5
Credit Counseling		X	X		X			3
Driver's License Attainment or Recovery Assistance		X	X	X	X		X	5
Housing Assistance		X		X	X		X	4
Food Subsidy/ Assistance		X	X	X	X		X	5
Legal Services		X	X		X		X	4
Work Clothing Assistance	X	X	X	X	X		X	6
Transportation Assistance	X	X	X	X	X	X	X	7

**Table A10: Support Services and Referral Services Offered by Balance of State Contractors**

	CAI	FSC	ICAA	Lake-shore	NW CEP	RC HSD	WCI	WDB SCW	WOW WDI	WRI	Total # Contractors Offered This Service
AODA Services	X	X	X	X		X	X	X	X	X	9
Childcare Subsidy	X	X		X	X	X	X	X	X	X	9
Childcare Services	X			X		X	X	X	X	X	7
Child Support Legal Aid	X	X	X	X		X		X	X	X	8
Child Support Order or Debt/Arrears Modification Assistance	X		X		X	X		X	X	X	7
Credit Counseling	X	X		X		X	X	X	X	X	8
Driver's License Attainment or Recovery Assistance	X	X	X	X	X	X	X	X	X	X	10
Housing Assistance	X	X	X	X		X		X	X	X	8
Food Subsidy/Assistance	X	X	X	X	X	X	X	X	X	X	10
Legal Services	X	X	X	X		X		X	X	X	8
Work Clothing Assistance	X	X	X	X	X	X	X	X	X	X	10
Transportation Assistance	X	X	X	X	X	X	X	X	X	X	10

**Table A11: Follow-up Services Offered to TJ Workers by Milwaukee County Contractors**

	Goodwill	MAWIB	MCC	PSI	SSNC	Step	UMOS	Total # Contractors Offered This Service
Optional Workshop(s)	X						X	2
Required Workshop(s)	X				X			2
Optional Mtgs. with Program Staff	X	X	X	X	X		X	6
Required Mtgs. with Program Staff	X				X			2
Optional Peer/Group Support Sessions					X			1
Required Peer/Group Sessions					X			1
Optional Phone Call Check-Ins	X	X			X	X	X	5
Required Phone Call Check-Ins	X		X					2
Program Staff-Initiated Check-Ins	X	X		X		X		4

**Table A12: Follow-up Services Offered to TJ Workers by Balance of State Contractors**

	CAI	FSC	ICAA	Lake-shore	NW CEP	RCH SD	WCI	WDB SCW	WOW WDI	WRI	Total # Contractors Offered This Service
Optional Workshop(s)	X	X		X		X		X	X	X	7
Required Workshop(s)							X				1
Optional Mtgs. with Program Staff		X	X	X		X	X	X	X		7
Required Mtgs. with Program Staff	X					X				X	3
Optional Peer/Group Support Sessions	X	X		X		X		X		X	6
Required Peer/Group Sessions											0
Optional Phone Call Check-Ins		X	X	X	X			X	X		6
Required Phone Call Check-Ins	X					X				X	3
Program Staff-Initiated Check-Ins	X		X	X	X	X	X	X	X	X	9

**Table A13: TJDP Outcome Summary by Milwaukee County Contractors**

	Goodwill	MAWIB	MCC	PSI	SSNC	Step	UMOS
Number of Workers Served	241	453	41	220	40	36	354
Percent Secured Unsubsidized Job	59 %	56 %	63 %	59 %	70 %	47 %	55 %
Average UI Wages 2 Quarters Pre TJDP Participation	\$ 740	\$ 604	\$ 985	\$ 875	\$1,351	\$ 561	\$1,370
Average UI Wages 2 Quarters Post TJDP Participation	\$2,583	\$2,038	\$2,729	\$2,643	\$4,414	\$1,854	\$2,536
Average Change in UI Wages	\$1,844	\$1,434	\$1,744	\$1,768	\$3,063	\$1,293	\$1,166
Number of Non-Custodial Parents Served	96	209	18	92	21	18	99
Average Child Support Paid 6 Months Pre TJDP Participation	\$ 391	\$ 185	\$ 336	\$ 315	\$ 819	\$ 151	\$ 345
Average Child Support Paid 6 Months Post TJDP Participation	\$ 907	\$ 636	\$ 312	\$ 574	\$ 897	\$ 625	\$ 502
Average Change in Child Support Paid	\$ 516	\$ 451	-\$ 24	\$ 259	\$ 78	\$ 474	\$ 157

**Table A14: TJDP Outcome Summary by Balance of State Contractors**

	CAI	FSC	ICAA	Lake-shore	NW CEP	RC HSD	WCI	WDB SCW	WOW WDI	WRI
Number of Workers Served	42	36	115	27	38	70	29	103	106	101
Percent Secured Unsubsidized Job	69 %	67 %	65 %	56 %	53 %	71 %	52 %	56 %	67 %	77 %
Average UI Wages 2 Quarters Pre TJDP Participation	\$ 681	\$ 338	\$1,307	\$ 884	\$ 293	\$ 513	\$ 607	\$ 629	\$1,204	\$ 728
Average UI Wages 2 Quarters Post TJDP Participation	\$3,720	\$2,319	\$3,408	\$3,690	\$1,812	\$3,527	\$2,262	\$2,978	\$3,649	\$3,575
Average Change in UI Wages	\$3,039	\$1,982	\$2,101	\$2,806	\$1,519	\$3,014	\$1,654	\$2,349	\$2,445	\$2,846
Number of Non-Custodial Parents Served	15	12	17	21	15	39	16	42	37	42
Average Child Support Paid 6 Months Pre TJDP Participation	\$ 409	\$ 312	\$ 824	\$ 417	\$ 213	\$ 267	\$ 453	\$ 275	\$ 566	\$ 273
Average Child Support Paid 6 Months Post TJDP Participation	\$1,589	\$1,229	\$1,139	\$1,073	\$ 890	\$ 824	\$ 547	\$1,192	\$1,553	\$1,028
Average Change in Child Support Paid	\$1,180	\$ 918	\$ 315	\$ 656	\$ 677	\$ 557	\$ 94	\$ 917	\$ 987	\$ 755